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SUBJECT: 2009-2010 INTERNATIONAL NARCOTICS CONTROL STRATEGY REPORT
(INCSR) PART 1

Colombia

I. Summary

The Government of the Republic of Colombia (GOC) has made significant progress in its vigorous fight against the production and trafficking of illicit drugs. Citing record coca eradication in 2008, the USG and United Nations reported significant declines in cocaine production potential and coca cultivation in Colombia in 2008. The USG recently reported that cultivation in 2008 was down 29 percent compared to 2007, from 167,000 to 119,000 hectares. The USG, crediting sustained aerial eradication operations in 2008, also reported a decline in pure cocaine production potential of 39 percent, from 485 metric tons (MT) in 2007 to 295 MT in 2008. The United Nations (UN) reported an 18 percent drop in cultivation in 2008, down to 81,000 hectares, and a 28 percent fall in cocaine production potential to 430 MT. Nevertheless, Colombia remains a major drug producing country and Colombia's National Consolidation Plan, supported by the Embassy's Colombia Strategic Development Initiative (CSDI), seeks to integrate security, interdiction, eradication, alternative development and justice programs in targeted zones to reduce violence and consolidate security and state presence in rural areas. In 2009, the GOC continued its aggressive interdiction and eradication programs and maintained a strong extradition record for persons charged with crimes in the U.S. As of October 2009, Colombia has seized over 175 metric tons (MT) of cocaine and cocaine base and eradicated over 130,000 hectares of illicit coca crops (the Colombian National Police (CNP) Anti-Narcotics Directorate (DIRAN) aurally eradicated 85,000 hectares and increasingly dangerous manual eradication efforts eliminated approximately 45,000 hectares). Colombia is a party to the 1988 UN Drug Convention. The GOC has also begun to address increasing domestic drug consumption and has raised the profile of drug prevention and treatment efforts.

II. Status of Country

Despite aggressive interdiction and eradication efforts, Colombia remains the world's principal cocaine supplier, a leading market for precursor chemicals and the focus of significant money laundering activity. The majority of the cocaine goes to the U.S. via Mexico and other transit countries, but a growing percentage is

now destined for Europe and Brazil. Almost 90 percent of the cocaine seized in the U.S. is Colombian. Colombia continues to be a primary source for U.S. heroin users as well. Narco-traffickers exploit Colombia's geography and well-developed infrastructure, including seaports, multiple international airports, a growing highway system, extensive rivers, and its long, inaccessible Pacific and Atlantic coastlines for their operations.

While illegal drugs are still primarily exported, domestic consumption is on the rise. With the completion of the first National Household Drug Consumption Study since 1996 and the launch of the National Drug Consumption Reduction Plan, the GOC has established a baseline to measure changes in drug consumption and devised a nationwide policy to be implemented throughout the regions. Embassy Bogota's Narcotics Affairs Section (NAS) continues to provide support for GOC and civil society initiatives that strengthen drug demand prevention programs in Colombia.

The U.S. has designated three illegal armed groups as Foreign Terrorist Organizations (FTOs) in Colombia. The Revolutionary Armed Forces of Colombia (FARC) and, to a lesser degree, the National Liberation Army (ELN) exercise considerable influence over areas with high concentrations of coca and opium poppy cultivation. Their involvement in narcotics fuels armed conflict, insecurity, and generates internal displacement of rural populations. The third FTO, the United Self-Defense Forces of Colombia (AUC),

officially demobilized in 2006 although a significant number of former mid-level AUC commanders continue their involvement in the drug trade, while others have joined emerging criminal bands (BACRIM) in areas of former AUC influence.

III. Country Actions against Drugs in 2009

Policy Initiatives: The GOC continues to improve its criminal justice institutions to increase its capability to investigate and prosecute criminals and criminal organizations, particularly those involved in drug trafficking. On January 1, 2008, Colombia completed a nationwide transition to an accusatorial system of criminal justice with the implementation of a new Criminal Procedure Code. While crimes committed before the new Criminal Procedure Code came into force are still be adjudicated under the old system, crimes committed after the implementation of the new Code are prosecuted and tried in the new system, in which cases are resolved in months instead of years. Conviction rates have risen from less than three percent to over sixty percent under the new system.

After manually eradicating a record 96,000 hectares of illicit crops in 2008, the manual eradication goal for 2009 was reduced to 70,000 hectares due to funding limitations. The Colombian National Police (CNP), Colombian Army (COLAR) and, to a lesser extent, the Colombian Marines (COLMAR) manually eradicate illicit crops and continue to make significant contributions to provide security and aviation resources for manual eradication operations. Drug traffickers and terrorist organizations continued to attack manual eradicators. As of October 2009, over 40 civilian eradicators, security personnel and a UN topographer have been reported killed during manual eradication operations, in comparison to 26 for all of 2008. In addition, mines and hostile fire have injured dozens of eradication personnel thus far in 2009.

The Colombian Anti-Narcotics Police (DIRAN) supports a special judicial police unit, established in 2006, which gathers evidence

for asset forfeiture proceedings against property owners cultivating or processing illegal crops. In 2009, the unit continued to develop and investigate cases for the Prosecutor General's Office and, according to some estimates, the value of illicitly obtained assets seized in 2009 may exceed \$600 million USD. This asset seizure initiative is an important step towards better deterrence of cultivation and replanting after eradication. While the management of these seizures has grown in complexity, more legislative and regulatory changes are needed to improve the GOC's ability to handle criminal assets and to benefit from their forfeiture. The GOC is also working to increase community support for law enforcement in traditionally lawless areas, for example by increasing police representation from these areas.

Law Enforcement Efforts: Through October 2009, the GOC's Drug Observatory (DNE) reported that Colombian security forces seized a total of 175 metric tons (MT) of cocaine and cocaine base, 161.9 MT of marijuana, 567 kg of heroin, over one million gallons and two million kg of precursor chemicals, while destroying 246 cocaine hydrochloride (HCL) labs and 2,327 coca base labs.

The CNP's Mobile Rural Police Squadrons (Carabineros), the units which expand and maintain police presence in rural and conflict areas throughout Colombia, captured over 6.4 MT of cocaine, 1,121 weapons, over 50,000 rounds of ammunition, 1,205 kgs of explosives and destroyed over 160 base labs. In addition, Carabineros captured 1,554 persons, 51 FARC/ELN, 228 emerging criminal bands (BACRIM), 64 narco-traffickers and 729 common criminals. There are currently 20 Carabinero units providing security for manual eradication. The CNP's main interdiction force, the DIRAN's Jungle Commandos (Junglas), or airmobile units, are largely responsible

for the significant number of HCL and coca base labs destroyed in 2009.

DIRAN maintained its strong commitment to working with international partners in 2009. Under the Colombia-Mexico Police Cooperation Program, the GOC provided counternarcotics and criminal investigative training as part of the Mexican Secretariat of Public Security (SSP) police reform initiative. Over 40 Colombian National Police instructors contributed to an international effort to train 10,000 Mexican federal police in San Luis de Potosi. In September, 61 Mexican senior law enforcement executives completed 3 weeks training at the Bogota CNP Academy. In early November, an additional 240 mid-level SSP officers received specialized training from CNP instructors in Mexico. Colombia also provided state-level CNP training in Jalisco, Mexico, with an abbreviated Jungla course on drug interdiction operations; the CNP trained Mexican state police in anti-kidnapping and investigative techniques in Ciudad Juarez; and eight CNP Junglas provided two months' training to local police in Guadalajara. Two Mexican federal police officers were among 44 international students who participated in the 18-week "Jungla Commando International Course" conducted at the CNP Rural Training Center in Tolima in September. USG-NAS-DOJ funding enabled 15 Colombian prosecutors to prepare Mexican police to give courtroom testimony. The CNP DIRAN Heroin Task Force completed many bilateral priority target heroin investigations resulting in 124 arrests (18 for extradition to the U.S). Total DIRAN 2009 seizures to date include: 281.45 kgs of heroin, 1756.2 kg of cocaine HCL, 5.4 kg of morphine, 68.9 kg of opium, and assets valued at USD 3,640,000.

Port Security: Significant drug seizures in Colombia's ports were the result of improvements in port security by the GOC and private seaport operators, aided in part by the USG. In 2009, DIRAN seized almost 11 MT of cocaine, two kg of heroin, and 881 kg of marijuana in the ports. At Colombia's international airports, DIRAN units confiscated 39 kg of heroin, almost two MT of cocaine, more than 120 kg of marijuana, and made over 293 drug-related arrests.

High-Value Targets (HVTs): Because of its leading role in the drug trade, since 2005, over 60 FARC leaders have been indicted in the U.S. for conspiring to traffic cocaine into the U.S. The GOC has achieved notable successes against a number of high-level FARC commanders in 2009. The FARC is attempting to recover from the serious blows inflicted by the GOC against the senior FARC leadership in 2008, most notably the July 2008 rescue of fifteen hostages including three American contractors and former Colombian presidential candidate, Ingrid Betancourt. Also in 2008, senior FARC commander Luis Edgar Devia-Silva, aka "Raul Reyes," was killed during a Colombian Government operation; FARC Commander Manuel Munoz-Ortiz, aka "Ivan Rios" was killed at the hands of his own chief of security; and FARC founding member Pedro Antonio Mar???n aka Manuel Marulanda-Velez or "Tirofijo," died. In 2009, the GOC prevented the FARC from regaining territory near Bogota and, in "Operation Fuerte," Colombian forces killed the commander and captured the deputy commander of the FARC'S "Antonio Narino" urban front. On May 30, Colombian police captured Adela Perez, a senior FARC leader who participated in the 1994 car bomb assassination of a Colombian general and a 2001 assassination attempt against current Colombian President Alvaro Uribe. Other commanders killed were "Camilo Tabaco" "Gaitan," "Negro Arturo" and the Company commander of the Teofilo Ferrero mobile column and a major FARC finance chief, "Pata Mala."

In 2009, the CNP captured BACRIM leader Daniel Rendon Herrera, aka "Don Mario," Colombia's Most-Wanted narco-trafficker. Don Mario's capture resulted from the April 9-15 CNP Directorate of Criminal Intelligence (DIJIN) directed operation that included DIRAN Junglas and multiple Police Aviation assets. The Junglas captured Don Mario near Uraba, Antioquia, on the northwest Caribbean coast. On October 1, the Junglas captured Marco Fidel Barba Galarcio, aka "Mateo," the AUC paramilitary leader who led the remnants of Don

Mario's narcotrafficking organization. "Mateo" was a member of the demobilized paramilitary AUC Northern Bloc. On October 10, the DIRAN Judicial Police captured Ramon Majona in Covenas. Majona was the north coast's major trafficker responsible for setting up cocaine lab networks in northern Colombia and was wanted for extradition to the U.S. Majona entered the AUC demobilization process in 2005, but shortly thereafter he returned to narco-trafficking.

On September 26, 2009 the CNP Intelligence Directorate (DIPOL) captured Juan Carlos Ruiz Rivera, known in Colombia as "Zero-Six," who was the head of the North Valle Cartel. He reportedly took-over this organization after assassinating his former boss, then Cartel leader Wilber Varela in January 2008. Ruiz Rivera was a designated kingpin and fugitive from the United States.

On October 25, the CNP conducted an airmobile assault on the FARC's Teofilo Forero Mobile Column command post in Caqueta, killing three FARC combatants. One of the dead was one of Colombia's most wanted criminals, Herier Triana, aka Comandante "Pata Mala." In addition to being wanted for extradition to the U.S., "Pata Mala" was one of the FARC leaders most closely associated with narco-trafficking activities. According to the CNP, he was responsible for the Club Nogal bombing (February 7, 2003), the execution of the Turbay Cote family (December 29, 2000), and the kidnapping and murder of ex-President Gaviria Trujillo's sister, Liliana Gaviria Trujillo (April 2007). "Pata Mala" was also reportedly the author of the frustrated plan to kidnap U.S. Embassy personnel in Melgar, Tolima in June 2007. Most recently, he developed the failed plan to kill ex-Minister of Defense Manuel Santos and his family in April 2009, according to the GOC.

Demobilization: To facilitate the dismantling of the FTOs and help reintegrate former guerillas and paramilitaries into civilian life, Colombia developed collective and individual programs for demobilization. Under the Colombian legal framework for disarmament, demobilization and reintegration of illegal armed groups, the High Commission for Peace oversees peace negotiations with illegal armed groups and the subsequent collective demobilizations. While available to all FTOs, collective demobilizations have been applied only to the AUC to date. The Ministry of Defense manages the individual demobilization or deserter program applicable to FTOs and any other illegal armed group in Colombia. Since 2006, the Office of the Presidential Advisor for Reintegration has directed the GOC Reintegration Program for demobilized combatants from illegal armed groups. Between 2002 and 2008, the GOC reports more than 51,000 persons demobilized - approximately 20,000 under the individual demobilization program and over 31,000 under the collective process, and in 2008 a record 3,461 guerrilla fighters deserted their organizations. Overall demobilization rates slowed in 2009; however, a spike in ELN desertions combined with hundreds of guerilla demobilizations from prison under Decree 1059 should lead to solid progress by the year's end. Beginning in 2007, the GOC withdrew the opportunity for AUC members to demobilize collectively or individually. Following this decision, AUC members who turn themselves in will be investigated and prosecuted under normal Colombian law, no longer benefiting from alternative sentencing available through Justice and Peace Law 975 of 2005. While the Justice and Peace process has yet to produce a conviction, 1,926 confessions of demobilized paramilitary members have been taken; 32,909 crimes confessed - the vast majority murders; 2,666 victim remains exhumed, and 257,089 victims registered. The USG has provided assistance to the Colombian Prosecutor General's Office to carry out the investigation/confessions of demobilized paramilitary members, including those extradited to the United States.

Corruption: The GOC does not, as a matter of government policy, encourage or facilitate the illicit production or distribution of narcotic or psychotropic drugs or other controlled substances, or the laundering of proceeds from illegal drug transactions. While criminal organizations are greatly weakened, concerns remain over

their corrupting influences. In September 2008, two CNP generals, Antonio Gomez Mendez and Marco Pedreros, were fired as a result of alleged ties to narco-paramilitary leader Daniel "El Loco" Barrera. In 2008 and 2009, Colombian Navy (COLNAV) Rear Admiral, retired, Gabriel Arango Bacci stood trial for allegedly taking bribes to use his official position to facilitate narcotics shipments, but was ultimately acquitted. Separately, several members of the GOC were found to have supported right-wing paramilitary groups. A total of 87 members of the 2006-2010 Congress, 15 current and former governors, and 34 mayors have been investigated in the "para-political" scandal, with 34 congressmen, 11 governors, and 24 mayors jailed as a result of the investigations. Both the Supreme Court and a special unit within the Prosecutor General's office are continuing their investigations of alleged paramilitary ties to politicians and other sectors of society. After the November 2008 resignation of Army General Mario Montoya, the Ministry of Defense has cooperated with the Attorney General's (Fiscalia) Office and transferred evidence discovered in Initial Investigation of the Soacha case.

The Prosecutor General's office investigated 48 military members for collaborating with criminal organizations to dupe and murder civilians in order to pass them off as members of the FARC or other illegal armed groups killed in combat. The murders came to be known as "false positives." It is now in the process of bringing formal charges against those involved. The Ministry of Defense has implemented effective measures to remove those responsible from the Armed Forces, refer them to the Prosecutor General's office, as well as changing policies that may have encouraged the practice. Particularly important was the explicit elimination of body count (or the interpretation of it) as a measure of success. During the

first quarter of 2009 there have been 2 reported claims of false positives compared to the 106 cases reported in 2008. Colombia is party to both the Inter-American Convention against Corruption and the UN Convention against Corruption.

Agreements and Treaties: The GOC is a party to the 1988 UN Drug Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, the OAS Convention on Mutual Legal Assistance, the UN Convention against Transnational Organized Crime, and the Protocol on Trafficking in Persons. Colombia signed a multilateral counternarcotics agreement in 2008 as part of the Regional Summit on the World Drug Problem, Security, and Cooperation held in Cartagena. This agreement primarily focuses on information sharing, but could include training and technical assistance. In addition, Colombia and Mexico formed a tri-party group with the U.S. that consists of the DEA Administrator, the Colombian Minister of Defense, and the Mexican Attorney General. This group meets at least twice a year to discuss counternarcotics and other issues of mutual interest. The GOC's 2003 National Security Strategy (Plan de Seguridad Democratica) meets the strategic requirements of the UN Drug Convention and the GOC is generally in line with its other requirements.

A Maritime Ship Boarding Agreement signed in 1997 continued to be successfully used by the GOC and USG. This agreement facilitates faster approval to board Colombian-flagged ships in international waters and has improved counternarcotics cooperation between the COLNAV and the U.S. Coast Guard (USCG). Since 2006, semiannual meetings have been held to iron out problems and strengthen operating procedures. In 2007, the meeting was expanded to include Ecuador, and in 2008 both Panama and Mexico participated. Given the importance of this Agreement, in 2009 COLNAV participated with four officers at the meeting in November in Miami.

The 1999 Customs Mutual Assistance Agreement (CMAA) provides a basis for the exchange of information to prevent, investigate, and repress any offense against the customs laws of the U.S. or Colombia. As a result of CMAA and the strong relationship with Colombian Customs (DIAN), in 2005 ICE formed a Trade Based Money laundering Unit which analyzes, identifies and investigates money laundering utilizing trade between Colombia and the U.S.

In 2004, Colombia and the U.S. signed a revised agreement establishing the Bilateral Narcotics Control Program, which provides the framework for specific counternarcotics project agreements with the various Colombian implementing agencies. This agreement has been amended annually and is the vehicle for the bulk of U.S. counternarcotics assistance.

Extradition and Mutual Legal Assistance: There is no bilateral Mutual Legal Assistance Treaty (MLAT) in force between the U.S. and Colombia, but the two countries cooperate extensively via multilateral agreements and conventions, including the OAS Convention on Mutual Legal Assistance and the 1988 UN Drug Convention. Since December 1997, when Colombia revised its domestic law to permit the extradition of Colombian nationals, 1,017 individuals have been extradited to the United States, including 951 since President Uribe assumed office in 2002, and a record 208 defendants in 2008.

Despite several extradition denials by the Colombian Supreme Court since late 2008 (16 denials; more than 75 percent of total denials since 1991), the U.S. continues to extradite record number of individuals from Colombia. As of October 31st there have been 169 extraditions to the United States. The Colombian Office of the Prosecutor General, along with other GOC agencies, continues to assist the USG with high-profile prosecutions and trials. Examples

include: Diego Fernando Murillo Bejarano (alias "Don Berna") one of the former leaders of the AUC extradited in May 2008; Hernando Gomez Bustamante (alias "Rasguno"), a leader of the Norte del Valle drug cartel extradited in July 2007; Diego Montoya Sanchez, alias "Don Diego," a former FBI top-ten most wanted fugitive and principal leader of the Norte del Valle Cartel extradited in December 2008 and FARC member Gerardo Antonio Aguilar Ramirez (alias "Cesar") extradited in July 2009.

Cultivation/Production: Citing record coca eradication in 2008, the USG and United Nations reported significant declines in Colombian cocaine production potential and coca cultivation in Colombia last year. The USG recently reported that cultivation in 2008 was down 29 percent compared to 2007, from 167,000 to 119,000 hectares - the largest ever reported decline in cultivation by the USG and the first reported drop since 2002. The USG, crediting sustained aerial eradication operations in 2008, also reported a decline in pure cocaine production potential of 39 percent, from 485 metric tons (MT) in 2007 to 295 MT in 2008. The United Nations (UN) reported an 18 percent drop in cultivation in 2008, down to 81,000 hectares, and a 28 percent fall in cocaine production potential to 430 MT.

The ONDCP and the UNODC numbers represent different methodologies, but the trends reported have generally been consistent. This reduction verifies reports from program managers, spray pilots, and Colombian antinarcotics authorities who report less coca cultivation. Reporting indicates existing coca is less healthy, less dense, and in smaller fields. As the estimated area under cultivation has diminished, cocaine productivity from Colombian fields is dropping. Nevertheless, illicit cultivation continues to be a problem in Colombia's national parks, indigenous reserves, and along the border with Ecuador and Venezuela, where aerial eradication is not utilized. The GOC does not conduct aerial spraying within 10 kilometers of international borders due to objections from neighboring countries. Manual eradication does occur in border areas, yet it is a slow and dangerous process, due to the often rugged and isolated terrain, as well as the strategic importance of the border and certain parklands to the FARC.

Poppy cultivation in Colombia decreased substantially from 2004 to 2009, according to CNP/SIMCI statistics. In FY2009, DEA-sponsored units in Colombia seized 598 kilograms of heroin. In FY2007 and FY2008, DEA-sponsored units in Colombia seized slightly less than 400 kilograms of heroin each year. Through September 2009, Colombia manually eradicated 234 hectares of poppy, compared to 714 hectares in 2007 and 394 hectares in 2008. A reported 90 percent of the Colombian heroin that is imported into the U.S. goes to the

east coast (Miami to Boston).

Environmental Safeguards: Since the beginning of the complaint resolution program in 2001, DIRAN has received a total of 12,288 complaints. From July through September 2009, DIRAN received over 3,000 crop damage complaints from Nari????o, the southwest department where large-scale eradication efforts have been focused. This unusually large number of complaints within a short time period accounted for 86 percent of the total amount of complaints being processed. The influx is likely an organized effort to jam the system by eradication opponents and coca producers. In 2008, crop damage complaint forms were found on laptops confiscated from the FARC. The majority of complaints arrived incomplete, thus burdening DIRAN, which determines each complaint's validity. DIRAN is working aggressively to address the backlog of complaints which, as of September 2009, was 2,284 cases. An estimated 1,000 cases will be closed by November 2009. The CNP recently acquired a high-resolution camera that is expected to enhance verification and complaint missions, and should also assist with the speedy closure of the Nari????o cases.

The aerial eradication program follows strict GOC laws and regulations, verified twice a year by an inter-institutional complaints committee to evaluate the efficiency and effectiveness of the environmental measures. Soil and water samples are taken prior to the commencement of spray operations and afterwards to measure the level of chemical residue. Analysis shows that residue levels have never fallen outside of the established norms, thus

causing no significant harm to the environment.

To address the concerns of human and environmental risks, in 2005 the Organization of American States (OAS) published a study noting that "the chemicals used to aerially eradicate coca did not pose significant risks to humans or most wildlife." Several outstanding questions were addressed in the OAS' August 2009 published report, which concluded that "overall the risks to sensitive wildlife and human health from the use of glyphosate in the control of coca production are small to negligible." One study assessed the amount of drift that occurs during spray operations, and the effects on amphibians, a particularly sensitive part of the ecosystem. The study concluded that "most of the spray safely deposits within the target area or a few hundreds of meters downwind of the application. An appropriate no-spray buffer to protect sensitive plants from spray drift exposure would be 50 to 120 m." Additionally, experiments demonstrated that amphibians in their natural habitat are not at risk when in shallow pools of water, within five meters of spray operations, when natural sediments are present. In previous studies it was determined that the chemical mixture "was a negligible health risk to humans, and therefore exposure to spray drift presents even smaller risks." The GOC continues to investigate all claims of harm to human health allegedly caused by aerial spraying; however, the Colombian National Institute of Health has not verified a single case of adverse human health effects linked to aerial eradication.

Drug Flow/Transit: Shipments of cocaine and heroin are transported by road, river, and small civilian aircraft from the Colombian source zone, principally in the southern regions of the country, to the transit zone north and west of the Andes Mountains. Lax antinarcotics enforcement and a permissive and corrupt environment in other countries in the region have prompted traffickers to increasingly use these more permissive environments to stage shipments of illicit drugs originating in Colombia for onward shipment to Mexico, the Caribbean, the U.S., Europe, and Africa.

Underdeveloped and remote areas of the Pacific coast of Colombia are also increasingly utilized by traffickers seeking to evade interdiction forces. It is estimated that up to 40 percent of the cocaine leaving Colombia goes through the complex river network in the south-central region to the southwestern coastal shore, mainly in shallow draft boats. There, the narcotics are readied for bulk maritime shipment in go-fast boats and self-propelled, semi-submersibles (SPSS). Commercial fishing vessels, formerly a popular conveyance, have fallen out of favor since the GOC began requiring such vessels to be equipped with vessel monitoring systems. Traffickers have increasingly turned to SPSS to move multi-ton loads of cocaine. These vessels are constructed of fiberglass or steel and are anywhere from 45 to 82 feet in length. They have a range of 2,000 miles and can carry three to four crew members and an average of five MT of cocaine. In 2009, 20 SPSSs

were interdicted or scuttled with more than 70 MT of cocaine estimated to be on board.

Small aircraft from clandestine airstrips in eastern and southeastern Colombia are also used to transit drugs to neighboring countries, where it is either consumed or transferred to airplanes and maritime vessels for onward shipment. As of October 1, 2009, there have been less than 30 illegal flights in Colombia. The reduced number of illegal flights in Colombia has allowed Air Bridge Denial assets to perform maritime patrols, resulting in eight vessels impounded and one SPSS scuttled in 2009.

The majority of Colombian heroin originates from the highland areas of Nariño and Cauca. Current investigative intelligence indicates that larger heroin shipments (5-20 kg) from Nariño are being transported via vehicle to Quito and Guayaquil, Ecuador, and shipped to the U.S. via multiple couriers. Other smuggling routes include via vehicle to the North Pacific coast and transported to Central America via fast boats and sent by postal courier services to the U.S. via Central America. The shipments that make it to Central America are predominately reaching the U.S. via Mexico. In addition, smaller amounts of heroin (less than five kg) are transported via human couriers in clothing, luggage or ingestion.

Domestic Programs/Demand Reduction: The GOC, under the leadership of the Ministry of Social Protection and with UNODC support, made substantial gains in implementing the National Drug Consumption Reduction Plan's drug demand and addiction prevention goals in 2009. With no FY2008 funds and working with previous years' funding, NAS's Drug Demand Prevention (DDP) office helped the GOC strengthen civil society and implement the National Drug Consumption Reduction Plan, support initiatives by international organizations, and conduct research that will provide a baseline for drug demand prevention policies in Colombia. These efforts included securing INL support to establish self-sustaining community drug demand prevention coalitions in Colombia using U.S.-based Community Anti-Drug Coalitions of America (CADCA) trainers and employing three NAS-supported NGOs: "Mentor" in Bogota, "Surgir" in Medellin, and "Lions Club International" in Barranquilla. NAS provided a grant to "Lions Club International" to support an agreement with CADCA that will allow it to expand its community-based efforts.

NAS has supported the Colombian National Police Drug Abuse Resistance Education (DARE) program since its inception in Colombia in 1997. NAS helped DARE expand throughout all 32 departments where CNP officers provide security in vulnerable communities, arrest narco-traffickers, and improve the overall image of the police. In 2009, NAS financed the expansion of the program to high schools and parents and provided support for the national poster contest, the interactive drug demand prevention bus, and the new DARE office in Tumaco, Narino.

NAS supported a national youth contest to implement the National Drug Consumption Reduction Plan's drug demand and addiction prevention goals throughout Colombia via youth projects. NAS provided funding for the third phase of the OAS Nursing School Project that has so far provided training to more than 30,000 health professionals from around the country to prevent drug consumption, treat addiction, and provide rehabilitation options. NAS continues to support research and academic efforts that provide valuable indicators for policy creation. NAS provided financial and technical support for the first National Household Drug Consumption Survey to take place since 1996. Published in 2009, it became the most representative survey in Latin America with almost 30,000 surveys completed. The Survey's results were discussed during the June 25-26 International Day against Drug Abuse and Illicit Trafficking attended by 300 academics, police officers, local government leaders, and NGO members from 27 departments. NAS has also provided funding and technical expertise for a nation-wide Ministry of Social Protection/National Directorate of Dangerous Drugs/Ministry of Education study of drug consumption in schools by 12-17 year-olds.

Twenty three departments have drug addiction treatment centers. In areas of high consumption of drugs such as the Nariño, Caldas, Quindío, Cauca and Boyacá departments, a corresponding increase in treatment centers or diversity of treatment has not yet occurred. Treatment services are mainly provided by private entities and

NGOs, mostly using the therapeutic community and the residential models.

IV. U.S. Policy Initiatives and Programs

Bilateral Cooperation: The adoption of new tactics by narco-traffickers, including shifting coca cultivation and cocaine production to new areas, and expanding cultivation into areas off-limits to the spray program such as national parks, indigenous reserves and the area along the Ecuador border, has enabled them to continue to produce and export cocaine to the United States and Europe. In response, Colombia has adjusted its approach to focus on establishing a sustainable government presence and integrated rural development in major coca growing and FARC-controlled regions. As Colombia increases its capacity to take and hold its territory from criminal groups and narco-terrorists, NAS will continue to support the GOC with airlift capacity to ensure security and support interdiction, manual eradication, and

humanitarian missions.

Aerial and manual eradication operations are closely coordinated to complement each other and optimize capabilities. Aerial eradication still remains essential to eliminate coca in remote regions and in FARC-controlled areas that are too dangerous for manual eradication operations.

Sustainable nationalization, or the transfer of skills and funding responsibility as well as operational and managerial control for counternarcotics programs from the USG to the GOC, continued at a rapid pace in 2009. The USG removed 18 UH-1N helicopters from the COLAR Aviation contract and extended the loan/lease program until December 2009. The GOC formally requested these aircraft in April 2009 and title transfer is scheduled at the end of the year. Due to budget constraints in the Aerial Eradication Program, the last USG-funded contractor helicopter package was de-scoped from the program contract and the Colombian National Police will assume this mission. The five UH-1N aircraft flown in the program are being loaned to the COLAR Aviation in November of 2009 with the intent to transfer title in early 2010. Current nationalization plans call for 5 [BAN1] UH-60 Blackhawks to be turned over to COLAR Aviation in October, 2010.

In the Air Bridge Denial program, the USG trained COLAF SR-26 maintenance technicians so they were able to assume maintenance duties in January 2009. SR-560 maintenance technicians have been trained to assume maintenance duties in January 2010, and the mission avionics system has been upgraded in all five SR-560s.

In October 2008, the GOC took over responsibility for paying for aviation fuel used by the police and military for eradication and interdiction operations. Nationalization also extends to fleet rationalization, which involves consolidating available types of aircraft and maintenance functions to simplify operations. In early 2008, three additional AT-802 aircraft were delivered, allowing the USG to retire two other models of aircraft, leaving one model for the GOC to support for aerial eradication. The Colombian National Police assumed maintenance for 13 GOC-titled aircraft in March 2008 and aviation fuel for ARAVI and Aerial Eradication aircraft in October 2008, which resulted in a total program cost reduction of over \$15 million USD.

U.S. and in-country training continues to increase capabilities of pilots and mechanics, resulting in USG contractor support reductions averaging ten percent a year. Additionally, the USG's social assistance programs, ranging from alternative development to vulnerable populations to governance, have made strides in turning programming over to the GOC, and plans call for a substantial and strategic shift in the GOC's management and funding of the

initiatives in the coming years.

U.S. Immigration and Customs Enforcement (ICE) training activities in 2009 included a three-week International Task Force Agent Training (ITAT) course for 14 CNP DIJIN investigators at the Federal Law Enforcement Training Center in Georgia, with a concentration on money laundering investigations. ICE Bogota does asset forfeiture to attack the root of transnational criminal organizations and continues to support the DIJIN money laundering investigative group that performs financial analysis on targets of interest to ICE, DEA, FBI, USSC, and IRS.

To date in 2009, Colombia seized over \$130 million USD in assets from criminal organizations. In September 2009, ICE Bogota coordinated an investigation into a multi-national criminal organization dedicated to smuggling bulk cash. This joint effort ultimately resulted in the seizure of \$41 million USD at the seaport of Buenaventura, Colombia. Additionally ICE Bogota coordinated efforts with ICE Mexico resulting in additional seizures totaling \$11 million USD at the seaport of Manzanillo, Mexico.

ICE's Border Enforcement Security Taskforce (BEST) teams are multi-agency teams developed as a comprehensive approach to identifying, disrupting and dismantling criminal organizations posing significant threats to border security. BEST teams incorporate personnel from ICE, U.S. Customs and Border Protection (CBP), Drug Enforcement Administration (DEA), Bureau of Alcohol, Tobacco, Firearms and Explosives, Federal Bureau of Investigation, U.S. Coast Guard, and the U.S. Attorney's Office along with other key federal, state, local and foreign law enforcement agencies, to include Mexico, Canada, Colombia and Argentina. ICE will post three Colombian National Police Officers in the BEST units in San Diego, New York, and Miami. The CNP Officers will participate for two years. ICE strongly believes that the BEST program will tremendously help in the fight against multi-national criminal organizations.

Alternative Development: By mid-2009, Joint USG and GOC alternative development programs had supported the cultivation of over 634,684 hectares of agricultural, forestry plantation and/or natural forest management activities and had completed approximately 1,261 social and productive infrastructure projects over the last seven years with communities that agree to remain illicit crop free. More than 416,421 families in 18 departments have benefited from these programs. In addition, to ensure that Colombians are provided with alternatives, these projects have leveraged over \$738 million USD in private and public sector funding for alternative development initiatives. In the future, USAID-assisted alternative development ("livelihoods") programming will be aligned in large part with the GOC's National Consolidation Plan, which identifies an integrated and geographically targeted approach as the most effective way to consolidate security and development gains, reduce coca cultivation and the efficacy of illegally armed groups, and bring state services in targeted conflict regions throughout the country. USAID's programs will include activities under the Mission's traditional alternative development, governance, vulnerable populations, and demobilization and reintegration portfolios, but with a significant change: implementation under this new phase will be fully integrated as opposed to separate, stove-piped initiatives, concentrating on a regional focus and expertise, rather than sectoral foci. GOC efforts will be supported by, not led by, USG programs.

Support for Democracy and Judicial Reform: The USG is providing extensive assistance to reform and strengthen the criminal justice system and the rule of law in Colombia. The transition to an oral accusatory criminal justice system was fully implemented throughout Colombia on January 1, 2008, although the old criminal procedure code remains in effect alongside the new code with the date of the

criminal offense determining which code applies. The USG has provided training and technical assistance to support the new roles of judges, prosecutors, forensic scientists, public defenders, and police investigators in a conceptual and practical understanding of the new accusatory system. This assistance focuses on practical "hands on" training, including crime scene management, evidence, investigation and prosecution strategy, interviewing witnesses, courtroom proceedings including crime scene, witness interview and courtroom simulations. The program has provided training to more than 60,000 prosecutors, judges, public defenders, criminal investigators, and forensic experts.

Specialized training and assistance has been provided to prosecutor and investigator units focusing on criminal cases in the areas of human rights, murder, sex crimes, money laundering, narcotics, corruption, intellectual property, and organized crime. Extensive forensic assistance has been provided in the areas of DNA, ballistics, fingerprints and false documents, including training, report writing and courtroom testimony, equipment and enhancement of forensic laboratories. Particular emphasis has been made on the development of exhumation teams to properly exhume mass grave sites connected to investigations and confessions of paramilitary and guerilla organizations, as well as to enhance DNA identification of victim remains. Extensive assistance has also been provided in the areas of witness protection, prosecutor and judge protection and court security.

Additionally, the USG has helped to refurbish or build 45 physical court rooms in urban areas and 14 virtual court rooms in rural zones, and have either refurbished or equipped 22 public defender offices. Finally, the USG has assisted the GOC to construct 59 justice houses throughout Colombia that have provided formal and informal justice sector services to over eight million Colombians.

Military Justice: With USG funding, the GOC trained 48 Judges and prosecutors in their Military Penal Justice Corps in 2009. This included a one-year course for eight Magistrates and ten certification exams for Military Tribunal Court Justices. The goal of this effort was to build capability for Magistrates and Prosecutors to convene military courts to adjudicate legal violations. The Rules of Engagement and Rules for the Use of Force (ROE/RUF) Initiative was a crucial part of USG/GOC engagement.

An International Conference was held April 16-17, 2009, to identify Military Justice and Human Rights issues of concern for the Colombian Military and civilian leadership. This effort enhanced the development of a new Colombian Operations Manual to be published in November 2009, which includes newly established ROEs/RUFs for all Colombian ground forces as published in two directives signed by the Minister of Defense in May and October 2009. The USG supported a Ministry of Defense \$453,000 USD ROE/RUF Colombian Military training program, which began on September 1, 2009. By the end of 2010, all Colombian ground troops and commanders will have received new training and support materials, reducing risk of human rights violations associated with military operations.

The Colombian Military's investigative capabilities are carried out by the Inspector General. USG funding provided for the training of 90 Inspectors General (IGs) throughout the country. There has been extensive support to Military Justice and Human Rights in the Colombian Military over the years. All USG engagement incorporates principles of Respect for Human Rights and International Humanitarian Law.

The Road Ahead: In 2010, the GOC will continue to dismantle the DTOs, FTOs and illegal armed groups that control the drug trade in Colombia, hoping to build on the success of the many HVTs captured

and extradited to the U.S. As these groups are defeated, a challenge remains in finding and derailing smaller and less-organized successor criminal groups. Nationalizing counternarcotics funding and operations currently supported by the USG, while maintaining successful operational results, will remain a top priority, especially in the area of aviation and social assistance programming, which are critical to all counternarcotics efforts in Colombia.

Other challenges for 2010 include articulating and promoting human rights issues in Colombia; advancing operational aspects of the Embassy's Colombia Strategic Development Initiative in conjunction with Colombia's National Consolidation Plan; addressing the need for more police as the country transitions to a post-conflict environment; maintaining the substantial decrease in coca cultivation by successfully coordinating aerial and manual eradication efforts and alternative development programs to inhibit the rapid replanting of coca and increased illicit cultivation in no-spray zones; and encouraging the rule of law and good governance practices to confront corruption. To consolidate the progress from 2009 and prior years, the GOC will need to continue to strengthen government presence in conflict areas while improving institutional capacity to provide services and economic opportunities, using the Macarena Coordination Center for Integrated Action as a template for this effort. However, much remains to be done in Macarena and in other parts of the country to replicate the process. The GOC still must make efforts to gain control of the vast Pacific coastal zones and border areas, demobilize and reintegrate ex-combatants, and advance the reconciliation and victim reparations processes.

IV. Statistical Tables

COLOMBIA STATISTICS (1998-2008)

2009

2008

2007

2006

2005

2004

2003

2002

2001

2000

1999

Coca

Net Cultivation1(ha)

119,000

167,000

157,200

144,000

114,000

113,850

144,450

169,800

136,200

122,500

Aerial Eradication1(ha)

133,496

153,133

171,613

138,775

136,555

132,817

122,695

84,251

47,371

43,246

Manual Eradication (ha)

95,732

66,396

42,111

31,258

10,991

HC1(cocaine): Potential 1.2(mt)

295

485(adj)

550

525

415

445

585

700

530

530

Opium Poppy

Net Cultivation1 (ha)

1,0003

2,300

N/A4

2,100

4,400

4,900

6,540

5,010

5,000

Aerial Eradication(ha)5

1,624

3,060

2,994

3,371

2,583

9,254

Manual Eradication (ha)

381

375

1929

497

1,497

Heroin:Potential1 (mt)

1.9

4.6

3.8

7.8

8.5

11.4

8.7

11.6

Seizures

Coca Base/Paste (mt)

41
60.6
48.1
43.8
28.3
31.1
30.0
26.7
0.0
9.0

Cocaine HCl(mt)

182.8
130.7
130.2
179.0
138.6
114.0
94.0
57.3
69.0

22.7

Combined HCl & Base (mt)

223.8

191.3

178.3

222.8

166.9

145.1

124.0

84.0

69.0

31.7

Heroin

0.64

0.6

0.5

0.7

0.7

0.5

0.8

0.8

0.6

0.5

Arrests/Detentions

54,041

59,652

64,123

82,236

63,791

15,868

15,367

8,600

Labs Destroyed

Cocaine HCl

301

240

205

137

150

83

129

Base

3,238

2,875

1,952

Heroin

4
1
9
6
8
3
3
6
13
10

VI. Chemical Control

The Colombian National Police Chemical Sensitive Intelligence Unit (SIU) was formed in June of 1998. The unit's primary mission was to confirm the existence of companies bringing in chemicals from other countries including the United States. They were also charged with inspecting the companies to confirm that they were conducting a legal business. The primary mission of the group changed near the end of 2000 when the focus shifted to investigative work as opposed to solely regulatory inspections.

In 2007, the regulatory function of the SIU was transferred to its own unit and the SIU maintained its investigative focus. The SIU unit is currently comprised of 40 members, while the Regulatory Unit is comprised of 20 members. The SIU is spread out over four cities in Colombia (Bogota, Medellin, Villavicencio, and Cali), and the Regulatory Unit is based in Bogota but travels as needed to other cities within Colombia.

Chemical trafficking is a serious problem in Colombia. Unlike illicit drugs, chemicals have a legitimate use. The onus is on the police to prove that the chemicals are intended for illicit drug production. The primary mission of the SIU is to target and dismantle large-scale chemical trafficking organizations that provide chemicals to cocaine, heroin and synthetic drug producing organizations within Colombia and Mexico. The SIU and Regulatory Unit are also responsible for spearheading the multi-national chemical targeting operation Six Frontiers ("Seis Fronteras"). The SIU coordinates all operations within Colombia in which participants include the Colombian Military, DAS, CTI, Colombian Prosecutors office, Colombian Customs, and various other agencies. This operation has resulted in huge, multi-hundred ton quantities of chemicals being seized by participating countries (with Colombia as the lead). By October 2009, the SIU had arrested 108 people and seized 2,203 gallons of hydrochloric acid, 2,197 kg of calcium chloride, 76,781 kg of sulfuric acid, 260 kg of active carbon, 3.2 kg of acetic anhydride, 145 kg of potassium permanganate, 1,400 kg of sodium carbonate, 2,350 kg of urea, 38,732 kg of cement, 1,630 gallons of methyl ethyl ketone (MEK), 325 kg of sodium metabisulfite, 478 gallons of gasoline, 371 gallons of diesel fuel, 16,284 kg of solvent #1A, 5,644 kg of isopropyl alcohol, 47,400 kg of thinner, 8,150 kg of potassium chloride, 70 kg of lime, 500 kg of caustic soda, 9,550 gallons of N-propyl acetate, 60 gallons of acetone, and 19 kg of ephedrine.

Ephedrine seizures in Colombia increased slightly in 2009. Although Colombian drug trafficking organizations do profit from the illicit trafficking of ephedrine, a key ingredient in decongestant medication, there is little evidence that the traffickers are using the substance as a chemical precursor in large-scale methamphetamine production. There have been minor

seizures of ecstasy in Colombia, but no indication of significant production or export. The GOC has held a number of seminars and training sessions on this emerging threat.

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[BAN1]Either spell out or use Arabic numerals consistently for numbers ten and under.
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